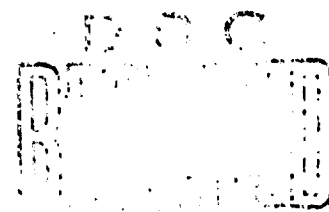


A CRITICAL EVALUATION OF THE  
MILITARY REVIEW

AD 713 374

A report presented to the Faculty of the U.S. Army  
Command and General Staff College in partial  
fulfillment of the requirements of the

INDIVIDUAL RESEARCH ELECTIVE



by

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## Chapter 1

### Introduction

Colonel Kenneth E. Lay, a former editor of the Military Review, writing in the July 1964 issue of his own magazine, expressed concern that the military press effort was not fulfilling the needs and expectations of the military profession. He suggested that "It may be time for the U.S. military profession to take a fresh look at its military journals. We should define the job to be done, and decide how the journals can best do that job."<sup>1</sup> Speaking from three years experience as the editor of the Army's senior professional journal, he raised rather grave questions as to whether the overall military press effort was making an adequate contribution to the military profession, and further whether the respective missions of the various journals were being accomplished in a way that met the needs of the officer corps.

Colonel Lay has not been the only one to raise questions about the degree of adequacy of our professional journals. Lieutenant Colonel Charles M. Fergusson, Jr., writing in the April 1964 edition of the Military Review, pointed out that "Another factor which has inhibited strategic thinking at the highest level has been the lack of

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<sup>1</sup>Kenneth E. Lay, "Military Writing," Military Review, XLIV (July 1964), 53-60.

a periodical focused on this level of strategy. Each of the military departments publishes its own periodical, but no one governmental publication serves to voice the Department of Defense level of strategic thinking. No publication parallels the Office of the Secretary of Defense (OSD) and JCS level of interest."<sup>2</sup> This general statement was apparently based on reading various issues of professional journals over the years and noting a deficiency in content in an area which is assuming increasing importance to the officer corps. Yet, an examination of the stated mission of the journal which published LTC Fergusson's article would indicate that the field of strategy at the level in question should have received primary attention. Is there a dichotomy? Does a gap exist between what the professional journals purport to accomplish and what they actually accomplish? In view of the influence of a journal within its profession and the important role which it normally assumes, this would seem to be a very pertinent question.

Others have hinted at the problem. Without mentioning the large number of professional military periodicals published in the United States, and without reference to what the editors of these journals claim as their primary intention and purpose, the editor of Military Affairs observed in April 1955: "The interpretative military writing in English now comes from abroad...The British military profession publishes Brassey's Annual-The Armed Forces Year Book and the Quarterly Journal of the Royal United Services Institution. Nothing comparable is produced in the United States. The American military profession, now at its peak and holding the destiny of the world in its hands is unable to know itself except through foreign pens."<sup>3</sup> The

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<sup>2</sup>C. M. Fergusson, Jr., "Strategic Thinking and Studies," Military Review, XLIV(April 1964), 9-24.

<sup>3</sup>John D. Hayes. "The Military Officer and His History," Military

implication is quite clear. Despite the relatively large number of professional periodicals, and their good intentions as indicated in stated missions, the quality of the articles appearing between the covers of these journals is something less than the military profession deserves. While the stated mission may be clear and call for high standards, the actual content does not measure up. Have things changed in the decade and a half since this observation was made? Do our professional journals now evaluate the needs of the military profession overall and do the editors or the individuals responsible for directing our journals establish appropriate missions and objectives and then take the necessary steps to insure that the articles published comply with those mission requirements? This is an interesting question and one which deserves further attention. .

Thus far the discussion has centered on the shortcomings of the military press in general or at least in voicing questions that have been raised in the past regarding its effectiveness in supporting the profession. Colonel Lay, in his article cited earlier, was deeply concerned with this overall problem. He was concerned over the fact that the press effort was not coordinated in any way and that, because of the gap between intentions and realities, the effectiveness of the endeavor was hampered. His proposal to remedy the situation envisioned a definitive study, addressing all aspects of the problem, by an official study group. Their purpose would be to analyze the journals collectively and strive to delineate areas and levels of subject coverage for each to avoid overlap, define missions and objectives of each journal and bring the content of each in line with its respective purpose. Unoubtedly such a comprehensive study is long overdue but its fulfillment is just as certainly a long way in the future. This solution assumes a

degree of cooperation among the agencies responsible for publication of the various journals that does not exist at the present time but perhaps could be rapidly achieved. Further, and possibly more important, it assumes that a broad data base regarding each publication is currently available. Unfortunately, at the present time, such a data base does not exist and remarkably little research has been accomplished regarding the separate periodicals. Thus such a project as Colonel Lay had in mind will not be feasible until exhaustive research is undertaken to compile data and evaluate the 85 military periodicals that are currently published in the United States.<sup>4</sup>

The degree of this problem is well illustrated by using as an example the Military Review which will be the subject of this study. In attempting to locate the documents or studies which were the basis for the current mission of the journal and in an attempt to trace the reasons and rationale behind various shifts in mission over the years, it came as a surprise to find that such documents do not exist. Fully expecting to find a detailed evaluation of the needs of the officer corps, an audience analysis which would serve as the basis for recommending an appropriate mission, it was somewhat of a shock to find that one had never been undertaken. Further search for a study which outlined various possible mission elements, listed the advantages and disadvantages of each in consideration of the needs of the profession as well as the capabilities and limitations of the existing staff and facilities, much as is standard practice for most significant military activities,

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<sup>4</sup>Debow Freed, "The Sorry State of Military Scholarship," (Unpublished study, Air War College, 1966), p. 49. This study indicates that there are 85 military periodicals published in the English language however all those referred to were published in the United States.

revealed that no such staff study has been made. Rather, the present mission of the journal came about through an evolutionary process with the motivating force for change being a particularly interested commandant of the Command and General Staff College, an especially progressive editor, or pressure from a significant number or a particularly influential or high ranking subscriber. While this process is not cause for criticism of the Military Review, it does lead one to question whether it produces the most effective product and contributes as much as it could to the military profession. The overall effect of this process is that there is little correlation between the mission of the journal and what appears in its pages. Rather than having a firmly established purpose as reflected in the elements of a specific mission statement which serves as a basis for tailoring and molding the journal, there is a tendency to form the content of the journal through a combination of editorial whim and availability of material. Should trends develop through this process, it is then cause to consider a possible mission change. The classic situation of the tail wagging the dog suggests itself. The obvious major question then is whether or not this process leads to a journal that fulfills the changing needs of the military profession. The whole point of this discussion however, is to show that a broad data base does not exist for the Military Review and that evaluation is not a continuing process. The same is generally true for the other periodicals. It can be seen that much work lies ahead in this area of research before a study of the overall problem of the military press can be made.

The purpose of the discussion thus far is to show the need for further detailed research in the field of military journalism. Basically



the three areas that come to light as fertile grounds for study are listed below:

1. Determination of the needs of the needs of the military profession.
2. Coordination of the overall military press effort.
3. Evaluation and compilation of data relating to the separate military periodicals.

The third area listed above is the one chosen for this study and the Military Review is the specific journal to be considered. In further delineating the scope of this paper, it should be repeated that a major problem, existing in most of the journals, is that a wide gap has grown between their mission, or what they purport to accomplish and what they actually accomplish. Thus the specific aim of this paper is to determine if the Military Review is accomplishing its assigned mission. This would seem to be only a first step toward filling the research requirement existing in the areas listed above but appears to be a logical and necessary first step in view of the general lack of such research previously.

As may be gleaned from the preceding comment, the hypothesis established to guide the research in this study is that the Military Review is not accomplishing its assigned mission. It should be mentioned at this time that whether or not the journal is accomplishing its assigned mission has little relation to the overall worth of the journal or its contribution to the military profession. The determination of these intangible quantities are considered necessary to complete the research requirement implied in the third area listed above but these are viewed as requiring separate studies and are beyond the scope of this particular

paper. Also, proving this hypothesis does not, in any way, reflect on the competence of the staff of the Military Review who, in all instances, have been cooperative in providing material and have shown the keenest professional interest in any analysis, however limited, that could possibly lead to improvement in the journal. Rather, resolution of this question in the affirmative reflects ill on the existing system for deriving and assigning the mission to the journal.

Before presenting evidence to support the hypothesis, it will be necessary to examine in detail the stated mission of the Military Review. Once the elements of this mission statement are identified and clarified and it has been established exactly what the journal is supposed to accomplish, an analysis will be made of the content of the 1969 editions in an effort to determine the extent of mission accomplishment. To do this, criteria must be developed on which to base the analysis. The form of this criteria could vary considerably as no precedent has been established by analysis of similar magazines in the past and a standard is not available.<sup>5</sup> It is considered that a series of questions may be formulated, the answers to which will indicate whether or not each mission element is being accomplished and if it is being accomplished at all, will give an indication of the degree. This method is considered adequate in view of the limited scope of this paper and is a modified version of the essential elements of analysis method of evaluation that is currently in widespread use by Combat Developments Command.<sup>6</sup>

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<sup>5</sup>Russell O. Fudge, "Informing the Army Officer," Military Review, XXXIV (October 1954), 31-48. A brief content analysis was presented for the Military Review and other official journals but the purpose and method was different from the ones involved in this study.

<sup>6</sup>Maurice R. Van Meter, "U.S. Army Combat Developments Command," (Lecture at Command and General Staff College, Section 19, 3 April 1970).

In formulating these questions, the primary basis will be the subjective interpretation of the mission statement. To add credence to these questions as valid areas of concern of at least a portion of the audience of the Military Review, the critical comments received from the 1968 reader survey will be examined and those common criticisms supporting each criterion will be included in the text of this study. Answers to these questions or criteria should, when considered collectively, be expected to result in a meaningful evaluation of the journal.

The data used to provide answers to the questions will be quantified when possible however the nature of the evaluation is such that explanation of the interpretation of the data in answering the specific questions will be necessary and subjective judgements will be required with often little more tangible substantiation than the fact that a particular article was read and the article was rated in a particular category or classified in other terms of reference. The quantitative aspects of the evaluation are quite straight forward however the qualitative evaluations are strictly individual judgements of this writer and are subject to all the whims and prejudices that may be present. This inherent limitation of the study should be emphasized at the outset.

Other limitations should be mentioned. It is recognized that a journal is a dynamic institution and, as such, is constantly changing. It was brought out earlier that the Military Review has no established or at least no discernible system to insure change in response to the rapidly changing needs of the military profession. Change, however, has been a factor in the history of the journal. These changes in con-

tent have been initiated by a variety of forces with the most recent innovation being the reader survey wherein a limited response has been made to the individual comments and collective evaluation of a portion of the subscribers. The first such survey was made in 1961 and the second and latest one in 1968. Both resulted in minimal change in the magazine and these changes were more related to format than to actual content. Still, these were efforts to determine what a segment of the readership desired and needed and was the closest attempt that has yet been made to ascertain the needs of the profession in the hope of enabling that element to dictate the substance of the journal. In any event, change has been present in the journal and is occurring now. An evaluation of one period of time such as the year 1969, imposes an additional limitation on the value of the study in that it does not identify trends over a long range and thus cannot support speculation about the future of the journal. The only intent is to evaluate the journal for one specified period in its history and to project these conclusions, based on recent issues, to the current publication. While one year may be considered to be an unduly restricted period of time, it should be stressed that this particular year followed the most wide ranging changes in its history and thus is considered to be the most relevant in terms of the contemporary journal.

The value of such a study as the one outlined lies in three principal areas. First, it compiles data relating to the Military Review that will be useful in any future attempt to address the overall problem of the military press as sketched at the beginning of this chapter. Secondly, the interpretation of the data and conclusions reached should be of some value to the editorial staff of the Military

Review in furthering their efforts to improve the quality and usefulness of the publication. Thirdly, prospective authors may find the results of this study of interest as it attempts to show what is actually presented in the journal as opposed to the impression gained as to what should be presented based on the mission statement and published editorial policies. Prospective authors should be more concerned with the actual content and type of articles actually accepted rather than with those theoretically appropriate for the journal.

As mentioned previously, little research has been undertaken in the past relating to the specific problem under consideration in this study. The only work of significance has been accomplished by the staff of the Military Review and most of this was in response to a particular requirement which caused it to be limited in scope. In October 1968, a study was prepared which attempted "to examine the purpose and objectives of the Military Review, evaluate the effectiveness of present policies and procedures in satisfying these objectives, and recommend necessary changes to both objectives and policies."<sup>7</sup> The study recommended various minor changes but concluded overall that "The present objectives and mission of the magazine are appropriate for the furtherance of military scholarship consistent with the aims of the Command and General Staff College. The study results do not provide a basis on which to recommend any major change in policies."<sup>8</sup> The intent of this study was indeed good and much of the data compiled was meaningful

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<sup>7</sup> Donald J. Delaney, "Military Review policies, " (Unpublished staff study, Office of the Military Review, 28 October 1968), p. 1.

<sup>8</sup> Ibid., p. 14.

however the major shortcoming of this study is that it examines the theoretical mission and objectives and contrasts these with policies which were designed for the purpose of accomplishing them. What is lacking is an actual evaluation of the existing content of the journal and a comparison of actual accomplishments with the stated mission and objectives.

Other works which bear directly on the problem to be addressed in this study are virtually nonexistent. The field of military journalism has apparently been sadly neglected by both military and civilian scholars and the Military Review and its attendant problems have received little attention outside of the editorial offices.

## Chapter 2

### Analysis of the Stated Mission and Derivation of Criteria

The purpose of this chapter is to examine the existing stated mission of the Military Review and to isolate the various elements of this mission or the specified tasks to be accomplished and to derive, from these elements, specific criteria, in the form of questions, the answers to which will give an indication of the effectiveness of the journal in fulfilling these specific tasks. The questions derived will then form the basis of a content analysis, to be performed later in this study. To assist in formulating questions which are relevant and valid, the responses to the 1968 reader survey will be utilized. It is considered that if one or more subscriber questioned a particular aspect of the journal and was sufficiently motivated to reply by commenting over and above answering the multiple choice type questions, that this attests to the validity of the criterion as being representative of an area of concern regarding the effectiveness of the journal.

The mission statement as listed on the inside front cover of each of the 1969 issues is as follows:

The Military Review...provides a forum for the expression of military thought on national and military strategy, national security affairs, and on doctrine with emphasis at the division and higher levels of command.<sup>1</sup>

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<sup>1</sup>The portion of the mission statement deleted indicates the association of the journal with the Command and General Staff College and the Army War College.

It can be seen from a cursory examination of the mission statement that specific guidance is given in four areas. It indicates the method to be utilized in presenting the material, the principal source of content, the general subject areas to be covered, and the level of treatment of each of these primary subject areas.

While this mission statement is obviously and apparently purposely general and, in many regards vague, nonetheless it outlines specific guidance in the four areas which it addresses and its perusal leaves one with certain definite expectations concerning the content of the journal. While understandably, a certain amount of flexibility should be left to editorial discretion in a professional publication, the mission, which in the military has an aura of inviolability, could be expected to be complied with to the letter.<sup>2</sup>

At this point, the forces at work which tend to limit accomplishment of the mission should be mentioned. First of all, the limitations imposed by security requirements are apparent. The Military Review, being an unclassified journal, must avoid all articles that contain reference to classified material. All articles written by active duty personnel must be cleared by an appropriate agency at governmental level. This involves both a security review and a check for compliance with other regulations including a current policy review.<sup>3</sup> Articles published are those voluntarily submitted by individuals either within the services or in civilian life. There is no way to insure that

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<sup>2</sup>U.S. Army, AR 310-25, Dictionary of U.S. Army Terms, March 1969, p. 281.

<sup>3</sup>George S. Pappas, "The Voice of the Turtle is Heard," (Unpublished student research paper, U.S. Army War College, 1966), p. 60.



such articles comply with the desire of the editorial staff to meet the criteria implied in the elements of the mission statement. While an effort is made to solicit specific articles in some instances and the range of selection of military digests is great, the availability of material imposes severe limitations. Another major limitation is that imposed by having a military editor under the direct supervision of a regular chain of command. Articles published are certain to be required, by the editor, to meet standards of propriety acquired by virtue of many years of military service regardless of their contribution to the intent of the mission statement.<sup>4</sup> There are other limitations inherent in an official publication financed principally by federal funds but the major ones that effect the journal have been mentioned. None of these, however, would prevent the journal from complying with the general mission statement.

It is now possible to derive criteria for further evaluation of the content of the journal. Each element of the mission will be discussed in turn.

Method of Presentation: The mission indicates that a forum or a "sounding board" is the method to be used to present the material.<sup>5</sup> A forum is defined as "a medium of open discussion...a medium in which controversial issues...can be discussed."<sup>6</sup> This implies that the Military Review will contain open discussion wherein both sides of key

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<sup>4</sup>Robert G. Main, "Military Review," Magazines in America, (Stanford University Department of Communication Publication, 1968), p. 36.

<sup>5</sup>Howard K. Johnson, "The Years Ahead," Military Review, (February 1962), p. 64.

<sup>6</sup>Webster's 3d New International Dictionary, p. 896.

issues will be aired and debated. It indicates a lively exchange of articles, each challenging established concepts or ideas presented in other articles.<sup>7</sup> Further, it indicates that controversy will be the mainstay of the articles presented. Answers to the following questions will give an indication as to whether or not this mission element is being accomplished:

1. Do the articles debate the issues or challenge established concepts or ideas presented in other articles?

2. Do they address controversial issues and to what degree?

Comments from subscribers which tend to support the validity of these questions are listed below:<sup>8</sup>

1. There is so little criticism of the way the U.S. Army goes about its business that the Review is a rather sterile publication. (Colonel, Army)

2. Your extensive use of disclaimers whets my appetite for something controversial which never materializes. (Colonel, Army)

3. I do read Military Review but lose interest. More "Controversy" would aid! (LTC, Army)

4. ...I would like to see the Military Review devote more space to provocative thought and argument... (Colonel, Army)

5. ...The Military Review is too doctrinaire. If the Army is going to improve there must be a forum for provocative, challenging and "way-out" ideas. Too much of the MR reads like a field manual. (Major, Army)

6. Welcome a little controversy, don't avoid it... MR should be a forum for discussion, not a fountain of apparently unanswerable pronouncements. (LTC, Army)

7. I would prefer more articles on controversial subject areas... I feel that many of the articles which currently appear are an iteration of facts on a known subject area and therefore not thought provoking. (LTC, Army)

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<sup>7</sup>Johnson, op. cit.

<sup>8</sup>"Military Review Readership Survey, 1968," (Consolidated reader comments, Office of the Military Review, 1968, unpublished). Comments will not be footnoted separately as names are not known.

8. ...more articles on controversial issues or on a minority point of view would be educational. (Major, Army)
9. Pros and Cons of an issue should be presented in the same issue of MR. (Major, Army)
10. Why not place side by side articles of opposing views and let the readers give you their opinions? (LTC, Army)
11. Publish a critical article from time to time--even if you use a non-de-plume to protect the author. (Colonel, Army)
12. Articles are not provocative enough. There is an overall impression that nothing controversial in military thought will be presented in the journal. (Major, Army)
13. I cannot recall a single controversial article, in the sense that it opposed established policy, or proposed changes of any nature in the Army. (Colonel, USAR)

It may be surmised from the tenor of these comments that the questions posed earlier to test the accomplishment of the method of presentation element of the mission statement are both relevant and valid.

Source of Content: The mission statement indicates that the journal is designed to provide a medium for the expression of military thought. This may rigidly be interpreted as meaning that primarily military authors would be published. However, it is recognized that civilian authors may well have worthwhile contributions in the field of military affairs thus the criterion relating to this element must be expanded to include civilian authors.<sup>9</sup> While the term "military thought" defies definition, the key for purposes of this discussion appears to be the nature of the subject matter under consideration. Any discussion of military related subjects by military personnel would certainly qualify as representing military thought. Civilian informed opinions regarding strictly military matters must also be placed in

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<sup>9</sup> Statement by Glen Chadwick Atkins, personal interview, Fort Leavenworth, Kansas, 27 January 1970.

this category. This somewhat arbitrary definition then provides the basis for formulating questions to test this element of mission accomplishment. These questions are:<sup>10</sup>

3. Do the articles present primarily military ideas and opinions?
4. Do they present representative civilian opinions on military matters?

Comments from subscribers which tend to support the validity of these questions are listed below:<sup>11</sup>

1. Search for a broader selection of authors. (Major, Army)
2. Suggest wider range of opinion in all aspects of specific problems... (Colonel, USAF)
3. Keep to military. Economics, political, social are covered better in digests and reviews devoted to these disciplines. (Colonel, Army)
4. ...your publication is an authoritative voice of military thought and should devote more effort to this area to include comment on current affairs and their impact on the military. (Colonel, Army)
5. Why should a professional journal directed towards the division, corps and army staff level concentrate on getting more civilians to write for it? Where they have experience or have something to say, fine. However, do not increase their contribution; perhaps reduce their contribution. (LTC, Army)
6. ...I've been pleased with the balance of civilian authors vs military but I found that our civilians were the more innovative. (Colonel, Army)
7. The MR presents a well-balanced reservoir of current military thought. (LTC, Army)
8. ...I would like to suggest an occasional article or exchange from a top business source... (Colonel, USAR, Retired)

These comments suggest that the question of balance of civilian versus military authors is a valid consideration with the common

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<sup>10</sup> Criteria questions will be numbered consecutively 1 thru 11 and will be referred to by their number in following discussions to avoid repetition.

<sup>11</sup> "Readership Survey" on p. 14

denominator being the subject discussed, that of military matters. Further, the question of wider range regarding civilian authors appears to be a relevant area of consideration in testing the source of content element of the mission statement.

Subject Areas to be Discussed: The mission statement is specific in indicating the subject areas to be discussed and pins this down to the two general areas of strategy and doctrine. The area of "national and military strategy, national security affairs" may be defined to obtain the key element for consideration in deriving appropriate criteria. National strategy is officially defined as "the art and science of developing and using the political, economic, and psychological powers of a nation, together with its armed forces, during peace and war, to secure national objectives."<sup>12</sup>

Military strategy is defined as "the art and science of employing the armed forces of a nation to secure the objectives of national policy by the application of force, or the threat of force."<sup>13</sup>

The common denominator is the use of an element of national power to secure national objectives thus it is necessary to define this term.<sup>14</sup> National objectives are "those fundamental aims, goals, or purposes of a nation- as opposed to the means for seeking these ends- toward which a policy is directed and efforts and resources of the nation are applied."<sup>15</sup>

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<sup>12</sup>Joint Chiefs of Staff. JCS Pub 1, Dictionary of United States Military Terms for Joint Usage, 1 August 1968, p. 143.

<sup>13</sup>Ibid., p. 136.

<sup>14</sup>U.S. Army Command and General Staff College. RB 100-1, Strategic Subjects Handbook, See pp.2-1 to 2-7 for a discussion of the interrelationship of these terms.

<sup>15</sup>Op. cit., JCS Pub 1, p. 143

The key element of concern them, as derived from a discussion of definitions appears to be the strategic aims, goals, or purposes of the nation as expressed in its strategic policies. The Military Review would then be expected to orient on the strategic policy of the United States in an attempt to explain, clarify or critique it from the standpoint of use of all elements of national power. One would expect that a large percentage of the articles would discuss strategic policy or what has come to be referred to as pure strategy as contrasted to means and methods of implementing that strategy. The added area of national security affairs broadens the scope somewhat to include ancillary considerations at the national security level which have an impact on policy, further referred to in this study as strategy related subjects.

Doctrine is officially defined as "fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgement in application."<sup>16</sup> This definition requires little further elaboration and from it one would expect to see in the pages of the Military Review, various articles debating existing principles, suggesting new ones or perhaps explaining nuances of newly developed doctrine at the levels specified for consideration.

From the above general discussion of the subject areas element of the stated mission, it is possible to formulate questions to aid in determining if these subjects are being adequately covered. These questions are:

5. Do the articles cover the designated field of strategy as defined in official publications?

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<sup>16</sup>JCS Pub 1, op. cit., p.73.

6. Are those articles related to strategy relevant and do they contribute to understanding of U.S. strategic policy?

7. Do they cover doctrine or contribute in some meaningful way to its development?

8. Do those articles in other subject categories than those specifically designated provide insights or background that can be related to the study of strategy or doctrine?

Comments from subscribers which tend to support the validity of these questions are listed below.<sup>17</sup> It should be noted that an item on the questionnaire specifically requested respondents to indicate their choice of subject categories. Strategy was indicated as the overall first choice by a significant margin. Doctrine as a subject area was not included on the questionnaire, however, a combination of the categories of tactics and organization indicate that it was a third choice category.

1. There seems to be little thought provoking writing on questions of grand strategy and tactics compared to a publication such as the Naval Institute Proceedings. (Major, Army)
2. Suggest wider range of opinion in all aspects of specific problems, doctrine, applications, and theory. (Colonel, USAR)
3. Recommend less emphasis on tactics and hardware- more on policy, strategy, concepts etc. (LTC, Army)
4. Am interested in more presentations dealing with tactics and combat support at division and higher levels. (LTC, Army)
5. The Military Review should execute its mission by broader reach into strategic concepts... (Colonel, Army)
6. Too many articles have a fuddy-duddy style, give petty details that most readers know or could do without, and review the past of a subject to the boring point. I like the articles on today's Russia and China. (LTC, Retired)
7. ...Personally, I would like to see more articles by officers and civilians alike on the doctrines and organization of U.S., friendly

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<sup>17</sup>"Readership Survey," op. cit.

foreign, and communist-bloc powers, and where possible the political role of Armed Forces in these countries... (Captain, AF Reserve)

8. Occasionally, the Review begins with what seems to be a doctrinal article on a relatively trivial change. These articles are much too long and are very dry. They may be a necessary part of the school, but are not a part of the Review. (Major, USAR)

9. Military Review content results in a magazine slanted toward strategy and the social sciences, which I believe is a mistake. (LTC, Army)

While these comments are not focussed specifically on the questions under consideration, they do indicate a concern with the subject areas covered and, while each individual may personally desire something different, the element of the mission statement should dictate the degree of coverage of each category of articles. It is evident from these comments that no common concept regarding the effectiveness of the Military Review in covering the fields of strategy and doctrine exists which reinforces the validity of the criteria in attempting to determine the extent of such coverage and evaluating its effectiveness in light of the specific element of the mission statement.

Level of Treatment: The mission statement indicates that the articles covering strategy will treat the subject from the national security level or viewpoint. Further, it specifies that doctrine will be treated at the division or higher levels of command. It is implied that the articles dealing with subjects other than those specifically designated in the mission statement will be treated at the level of interest of the field grade officer.<sup>18</sup> Thus, three questions may be formulated to test the articles in this area of mission accomplishment.

9. Is strategy covered from the overall viewpoint of national security policy?

10. Is doctrine covered from the viewpoint of division and higher levels of command?



11. Are those articles addressing other subjects than those designated oriented at the level of interest of the field grade officer?

Comments from subscribers which tend to support the validity of these questions as testing areas of concern regarding the adequacy of accomplishment of this aspect of the mission statement are listed below:<sup>19</sup>

1. Sophistication of publication should be improved... (Colonel, Army)
2. Believe every effort should be made to keep contents at a high professional level. Avoiding tactics and techniques and "how to do it" type articles... (Colonel, Army)
3. Too many of the articles are... [of the type] which is more appropriate to the Infantry School and the company grade officer.
4. Would like to use the Review as an advanced officer's publication for those officers who are in higher rank and position. (As opposed to the Infantry Journal which is geared toward company grade) (Colonel, USAR)
5. I would assume that the intended audience for the "Military Review" are field grade and general officers. However, I would judge much of your writing is directed towards junior officers or civilians with little or no military background. (Colonel, USAR)

While the number of comments concerned with the level of treatment are fewer than those dealing with other aspects of the mission elements, a sufficiently large number of respondents mentioned the subject to suggest that it is a valid area of consideration.

It should be mentioned at this point that 193 comments by subscribers were examined and a significant number of these were complimentary. The ones quoted here were selected to show that a degree of concern exists among the general readership regarding the various areas of the mission statement and that the questions posed are valid ones since similar questions were raised by a number of readers in an independent and individual

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<sup>19</sup> "Readership Survey," op. cit.

evaluation of the journal.

It is recognized that the questions posed in the preceding discussion are exclusive and certainly there are an infinite number of questions that perhaps could be formulated which would be relevant to the general mission statement. Those selected and hence those to be answered in this study are those deemed most appropriate in consideration of the intent implied as well as the specific wording of the mission statement. It is considered that answers to those questions posed, based upon an analysis of the content of the journal, will give a definite indication as to whether or not the mission is actually being fulfilled. Further elaboration on the answers to those questions should give a valid indication of the degree to which the mission is being accomplished. This series of eleven questions, then, will serve as the criteria for evaluating the 1969 editions of the Military Review.

### Chapter 3

#### Content Analysis

Methodology: In evaluating the content of the 1969 issues of the Military Review, the articles were read to gain a general overall impression of the adequacy of the journal in accomplishing its mission. The result of this survey was that there was no correlation between the content of the journal and the expectations generated by the analysis of the mission statement. It was difficult to relate the mission statement directly to the content of the various articles. To substantiate or refute this overall impression, a more methodical analysis was undertaken. A one page summary card was prepared for each article including a brief synopsis, the thesis, and data pertinent to the questions to be answered. The articles were then categorized according to subject matter covered and analyzed to determine the method of presentation and level of treatment of each article. The authors were listed by various categories to determine the source of content. The data obtained from the above procedure then served as a basis to answer the questions posed in the previous chapter. In each instance, a quantitative evaluation was made, or a judge-as to the degree of coverage based on the number of appearances in the journal, and a qualitative evaluation was attempted to indicate the depth

of coverage. From this, conclusions were drawn regarding the adequacy of accomplishment of each of the four elements of the mission statement. These comments then served as the basis on which to determine whether or not the Military Review accomplished its stated mission and to what degree.

General: The 1969 issues included 133 total articles of which 105 were original contributions and 28 were digests from other selected publications. Concerning the original articles, 3 were co-authored, one was an edited manuscript of a deceased individual, and 101 articles were individual efforts. Eight individuals authored two articles.

The criteria, questions 1 thru 11 were formulated in the previous chapter in the order in which the mission elements to which they refer appear in the mission statement. The content analysis to follow more logically addresses these in the order of: subject matter covered, questions 5-8; method of presentation, questions 1-2; level of treatment, questions 9-11; source of content, questions 3-4.

Subject Categories: The subject matter covered can be categorized into ten mutually exclusive topics. Those designated as pure strategy are those which discuss matters which have a direct impact on United States strategic policy. Those designated as strategy related discuss the nature of the threat to the United States or the relationship of the United States to her allies and indirectly affect United States strategy. The third category, that of national security implications includes articles that cover subjects that have no direct or indirect bearing on national strategic policy but serve as background and provide information which gives insights into strategic policy considerations. This includes articles concerned with communist bloc internal affairs, internal affairs of neutral or allied countries, and crisis management. The remaining ~~seen~~ categories are self explanatory and include those

Subject Categories  
(Chart 1)

Total number of articles: 133

Number of military digests: 28

Number of original articles: 105

Subject Category	Orig Art	Pages	Mil Digest	Pages	Total Art	Total Pages
Pure Strategy (National Policy)	5	29.5	2	17	7	46.5
Strategy Related	9	62.5	7	50.5	16	113
Nature of threat	(3)	(21)	(1)	(5.5)		
Relationship of allies	(6)	(41.5)	(6)	(44)		
National Security Implications	33	217.5	17	112.5	50	330
Communist Bloc Affairs	(11)	(60.5)	(9)	(59)		
Other Country Affairs	(13)	(93)	(6)	(43)		
Crisis Management	(9)	(64)	(2)	(10.5)		
Doctrine	4	21.5			4	21.5
Military History	14	83.5	1	11.5	15	95
Profession Oriented Subjects	8	51.5			8	51.5
Military Operations and Activities	8	39			8	39
Military Systems	17	108			17	108
Organization	(5)	(34.5)				
Procedures	(12)	(73.5)				
Weapons and Equipment	3	16	1	9.5	4	25.5
Current Problems	4	22			4	22
	105		28		133	855

articles that have no relation to United States strategy. (Chart 1)

Having categorized the 133 articles, it is possible to answer the specific questions relating to subjects covered.

Question #5. Discussion: Only seven articles of the 133 (5%) of the total number of articles addresses pure strategy. Forty-six pages of a total of 855 are devoted to discussion of this subject. From a purely quantitative standpoint, it is apparent that the journal falls far short of being capable of covering the field adequately. From a qualitative standpoint, the seven articles pertaining to pure strategy offer limited depth of coverage. These include a brief overview of U.S. offensive and defensive strategy (one article of nine pages), a very brief discussion of the evolution of the policy of flexible response (one article of three pages), an ill informed discussion of why U.S. global strategy has not been successful and four articles concerned with U.S. policy response to Soviet initiatives. This shallow coverage could hardly be considered adequate for a journal oriented primarily on U.S. strategy. The more pertinent questions of exactly what present U.S. strategy consists of, how it evolved, and what the indications are for the future are virtually ignored. Also, the fundamental procedural issue of how U.S. strategic policy is formulated, the factors influencing it and the ramifications of the decision making process are not addressed. This is considered to be a particularly significant omission in view of the numerous major changes in the policy making process that were initiated in 1969 and the several strategic policy revisions that were brought about. The journal only offered a small sample of articles, these without depth, on subjects that have been rehashed repeatedly over the past decade.

Conclusion: In answer to the specific question, it must be con-

cluded that the journal did not cover the field of strategy adequately in the 1969 issues.

Question #6. Discussion: The sixteen articles (12%) covering the nature of the threat and the relationship with U.S. allies appear to be more in line with expectations that those concerning strategy itself, but still leave much to be desired. From a quantitative standpoint, the 12% of the journal devoted to this subject would appear to be less than adequate in view of the relative importance of these two considerations in ultimately determining policy.<sup>1</sup> While it is impossible to say with precision that a certain percentage of the magazine should be devoted to these subjects, their importance would indicate that 25 to 30% would not be excessive.

To determine the pertinence and adequacy of the strategy related articles, it is necessary to look at them from a qualitative standpoint. Those addressing the threat covered Mao's intentions and plans (two articles), Soviet designs in areas of the world where the U.S. is inherently weak (one article), and the implications of Soviet actions in Czechoslovakia (one article). All of these are pertinent topics and generally were well written, however, they were not covered in sufficient depth to be meaningful. While the articles touched on the highpoints of the subjects, more questions were raised than were answered and the articles served, not to develop specific points in depth, but to recapitulate or summarize thoughts that have been treated in more detail in larger works. While the topics selected were pertinent, the coverage was, once again, not in sufficient depth to be considered adequate.

Aside from the quality of the research and writing, from the viewpoint of the ultimate contribution of the articles to the reader's

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<sup>1</sup>USACGSC RR 100-1, op cit., pp. 1-1 to 1-4.

understanding of strategy, there are other aspects of the threat which deserved consideration in 1969, and which were missing completely. The extent of the problem of insurgency in South America would appear to deserve attention as would an analysis of the situation in the Middle East with emphasis on its relationship to U.S. interests. Additionally, an appropriate topic, in view of the student unrest and civil turmoil within the United States in 1969, would have been an assessment of the internal threat. These important areas were not covered and emphasis was placed on the threat in terms of what has come to be the traditional east-west confrontation.

With regard to the coverage of the relationships with allies, the picture is somewhat brighter. Twelve articles were devoted to this category (9%), and most of the relevant problem areas of 1969 were addressed. NATO was discussed in six articles, perhaps an overemphasis, Southeast Asia in one, the overall problem in Asia in two, Latin American problems in one, and Africa and the Middle East in one. Also, the Antarctic Treaty was covered which is a subject of interest that is seldom mentioned elsewhere. Further, the discussions were balanced between nuclear considerations and problems of insurgency. The general scope of coverage of this area must be considered to be quite good. The comment mentioned previously about coverage in depth, however, is equally applicable to the coverage of allied relationships. While the major problems were addressed, the points were not developed in sufficient detail in all articles, with one exception, to be considered highly effective in furthering the reader's understanding of considerations involved in developing national policy and strategy.

Conclusion: In answer to the specific question, the articles re-



lated to strategy were relevant but they did not adequately address all aspects of the threat nor were they in sufficient depth to be considered highly effective in contributing to one's understanding of U.S. strategic policy. While those articles addressing allies relationships covered the field adequately, they also lacked depth.

Question 77. Discussion: Surprisingly, in a journal whose mission statement specifically indicates that doctrine will be a major area of consideration, only four articles addressed the subject. From a quantitative standpoint it could be expected that almost 40% would be devoted to doctrine as one of the two major areas of interest. This did not prove to be the case, and only 3% could be remotely connected to the subject, considering both total number of articles and total number of pages.

Of these four articles, the subjects varied from questioning current Army Nuclear Doctrine (covered in four pages), through Corps logistic doctrine in Vietnam, through Special Forces doctrine in Vietnam, to POW and captured document doctrine. These were all quite interesting and provided insights into special areas that are certainly worthy of attention. The glaring omissions, however, were the treatises showing the trends in which division and larger unit doctrine is evolving and the forces at work which are causing these changes. Also, procedural discussions were missing. One would expect articles indicating how doctrine is established and the workings of the apparatus designed to test various concepts in the absence of actual experience factors in other than counterinsurgency operations. Also lacking is an adequate treatment of the effect of operations in Vietnam on present doctrine.

It would be reasonable to expect a number of new concepts to be presented as a result of individual experience in Vietnam in an attempt to bring about changes or to assist in development of doctrine, but such is not the case. With the exception of the article concerning Special Forces operations, they only describe how operations are presently being conducted without relating their conclusions and observations to doctrinal considerations.

Conclusion: In answer to the specific question, it can only be concluded that the journal's coverage of doctrine is totally inadequate, in view of the mission statement, and that the Military Review contributes very little, if anything, toward suggestion of new ideas and concepts.

Question #8, Discussion: The category of articles which most closely corresponds to the strategy and strategy related categories is that of national security implications. While not directly tied to U.S. policy, nor discussed in terms of impact on U.S. policy, the information provided in the three sub-categories of Communist Bloc affairs, neutral and allied country affairs, and crisis management, greatly contributes to the understanding of U.S. policy. This category is the strongest asset of the entire journal both in quantitative and qualitative terms. Thirty eight percent of the entire journal is devoted to discussion of these subject areas and each area appears to be covered thoroughly. The specific background information provided in each sub-category is discussed below:

Communist Bloc Affairs: A total of 20 articles addresses significant aspects or problems in communist countries with two articles covering problems of the Warsaw Pact countries, eight articles covering Soviet political relations with countries within her sphere of influence and

with Communist China, six articles concerning the Soviet armed forces, and four articles on Communist China's internal affairs. While the most obvious omission is coverage of the situation within North Vietnam and North Korea, the overall evaluation of this group of articles is that it is excellent and while not addressing the subject in terms of the threat to the U.S., does give valuable insights that complement the study of strategy.

Neutral and Allied Country Affairs: A total of 19 articles address the internal affairs of other countries and these provide good coverage of the most critical areas of the world and offer valuable insights into problems which these countries face. While these problem areas are not discussed in terms of their relationship to U.S. interests, they nevertheless provide excellent background material and in each case provide a summary account of important recent developments within each country. The specific areas addressed are Cambodia (two articles), Burma (one article), India (three articles), Pakistan (one article), the Middle East (three articles), Latin America (four articles), Spain (one article), Africa (one article), France (one article), Britain (one article), and Germany (one article).

Crisis Management: A total of eleven articles address subjects related to past crises or to problems inherent in attempting to control relations among nations. While these articles are not in sufficient depth to be as valuable as they could be in providing background for the study of strategy, which appears to be a function of the limited length of the articles rather than a lack of knowledge or insufficient research on the part of the authors, they nevertheless are a major contribution to any

attempt to analyze strategy. They certainly complement, perhaps more closely than any other category of articles, the study of U.S. strategic policy.

Other Categories: The articles in other categories are not related to strategy or doctrine and contribute nothing to the study of these subjects.

Doctrine: The foregoing discussion explained the relationship of the national security implications category of articles to the study of strategy. It should be noted that none of the articles, other than the four discussed under the category of doctrine, contribute in any way to the study of that subject.

Conclusion: In answer to the specific question, the articles in the national security implications category are the most informative and useful of the entire journal. While they are not directly related to U.S. policy, they do provide valuable insights and background which would complement a more thorough treatment of strategy and strategy related subjects. The articles in other categories contribute nothing to the study of strategy or doctrine.

Method of Presentation: It may be seen from the data tabulated on the following chart that the largest percentage (63.6) of the articles are narrative or descriptive in nature in that they present information or attempt to describe events or to show a particular condition that exists without drawing conclusions or relating that information to present or future situations. Twenty seven percent of the articles go a step further and attempt to analyze the information presented and to arrive at conclusions that make the article much more useful. Of those that are analytical, less than one fourth are articles that present both sides

Method of Presentation  
(Chart 2)

Total number of articles: 133

Number of military digests: 28

Number of original articles: 105

Subject Category	Narrative- Descriptive	Analytical	Debate- opn discn*	Total Articles
Pure Strategy		7	2	7
Strategy Related	4	12		16
National Security Implications	34	16		50
Doctrine	3	1	1	4
Military History	13	2		15
Profession Oriented Subjects	2	6	5	8
Military Operations and Activities	8			8
Military Systems	13	4	2	17
Weapons and Equipment	4			4
Current Problems	3	1	1	4
	84	49	11*	133

\* All are included in analytical category

of an issue and attempt to arrive at the better solution based on an open discussion. These (8% of the total), are considered to be the most valuable both as a means of providing information and as a research tool.

Question #1, Discussion: As mentioned previously, only 11 articles could be considered to debate issues in that they provided discussion of both sides of an issue. While 49 articles were analytical, the greater number were merely descriptive with no attempt at analysis.

Conclusion: Generally, the articles do not debate the issues nor provide open discussion.

Question #2, Discussion: Only 11 articles of the entire 133 address controversial issues. These correspond to the eleven listed as open discussion or debate articles.

Conclusion: In general, the articles shy away from controversial topics and do not address issues which are considered to be controversial.

Level of Treatment: Regarding level of treatment, the Military Review fares quite well. Of the 133 articles, 127 are considered to be written at the level of interest of the field grade officer. All of the articles concerning strategy or those related to that subject are written from the viewpoint of the national security decision making level. Those concerning other countries are treated at an appropriate level. The articles addressing doctrine generally treat the subject at a level at Division or higher.

Question #9, Discussion: All of the articles related to strategy are covered from the national security level and pertain to problems of interest at the decision making level.

Conclusion: Strategy is covered from the national security policy level.

Question #10, Discussion: Three of the four articles relating to

Level of Treatment  
(Chart 3)

Total number of articles: 133

Number of military digests: 28

Number of original articles: 105

Subject Category	Fld Grd level	lower level	Nat sec- Div & higher	Total Articles
Pure Strategy	7		7	7
Strategy Related	16		16	16
National Security Implications	50		50	50
Doctrine	3	1	3	4
Military History	14	1		15
Profession Oriented Subjects	8			8
Military Operations and Activities	6	2		8
Military Systems	17			17
Weapons and Equipment	3	1		4
Current Problems	3	1		4
	127	6	106	133

doctrine are covered from the higher level of command viewpoint.

Conclusion: In answer to the specific question, doctrine is covered from the viewpoint of the division and higher levels of command.

Question #11. Discussion: With only a few exceptions, the articles in other categories than strategy and doctrine are considered to be presented at the level of interest of the field grade officer. While this judgement is subject to a wide range of interpretation, as evidenced by the comments from the readership survey quoted earlier, there seems to be little validity to the criticism that articles tend to be presented at the level of the junior officer or the individual with only limited military experience.

Conclusion: In answer to the specific question, the level of presentation of the articles in the other categories is consistently at the field grade officer level.

Source of Content: The source of content picture is adequately depicted on the following chart.

Question #12. Discussion: Of the original articles; 57 were written by U.S. military personnel and 31 were written by U.S. civilians. The 28 military digests were all written by civilians or foreign military personnel. Thus, from a categorization of authors, military versus civilian, an equal number of articles were written by each group. It appears that the journal does present a balanced outlook which may be considered to be a favorable characteristic. From the standpoint of the mission statement, however, the Military Review does not present primarily military ideas and opinions.

Conclusion: In answer to the specific question, the articles do not present primarily military ideas and opinions.



Source of Content

(Chart 4)

Civilian			Military	
U.S.	Foreign		U.S.	Foreign
59	India: 1	57		Britian: 5
	France: 1			India: <u>1</u>
	Argentina: 1			6
	Korea: 1			
	Repub of China: 1			
	USSR: <u>1</u>			
	6			
Sub-total: 65			Sub-total: 63	

Occupations of Civilians  
(Original Articles)

State Department:	3
DOD/Defense connected:	4
College professor:	18
Research oriented:	8
Journalist:	4

Question #4, Discussion: An analysis of the occupation of the civilians who contributed original articles (37), reflects that half (18), were written by college professors. Eight were written by individuals engaged in research activities connected with a major college or university. Seven articles were authored by federal employees and four by journalists. There is very little range of interests, from an occupation standpoint, among the civilian authors.

Conclusion: In answer to the specific question, the articles do not present representative civilian opinion on military matters but lean toward educators and government employees of the Department of Defense or the State Department.

Recapitulation of Conclusions  
(Chart 5)

Mission Element	Criterion/Question	Evaluation					
		Quantitative			Qualitative		
		yes	no	NRG	yes	no	n
Method of Presentation	1. Do the articles debate the issues?	x				x	
	2. Do they address controversial issues?	x				x	
Source of Content	3. Do the articles represent primarily military ideas and opinions?	x				x	
	4. Do they present representative civilian opinions on military matters?	x				x	
Subject Area Covered	5. Do the articles cover the designated field of strategy?	x				x	
	6. Are those related to strategy relevant and contribute to understanding of U.S. policy?			x			x
	7. Do they cover doctrine or contribute to its development?	x				x	
	8. Do those in other categories provide insights that can be related to strategy or doctrine?			x			x
Level of Treatment	9. Is strategy covered from the overall viewpoint of national security policy?	x				x	
	10. Is doctrine covered from the viewpoint of Division and higher level?	x				x	
	11. Are those articles in other categories oriented at the level of interest of the field grade officer?	x				x	
Overall evaluation of mission accomplishment:		x					x

## Chapter 4

### Conclusions

Considering the stated mission of the Military Review, and the data and analysis presented in this study, the following conclusions can be reached:

1. The Military Review does not represent a true forum wherein the articles debate the major military issues of the times nor does it serve as a sounding board for the profession.
2. The Military Review is not a medium wherein primarily military personnel express their views and opinions.
3. The Military Review is marginally effective in covering the field of strategy with its primary strength lying in the area of strategy related and ancillary subjects.
4. The Military Review does not adequately cover the subject of doctrine.
5. The level of treatment of all articles is as specified in or implied by the mission statement.
6. Overall, it is concluded that the mission statement does not accurately describe the method of presentation of the journal, its source of content, or the subject matter covered therein. If the mission as presently stated is actually the one appropriate for the Military Review,

drastic changes in editorial policy are in order to bring the content in line with this mission. The existing mission is not being adequately fulfilled. If, on the other hand, the present content of the Military Review is making the desired contribution to the military profession, a change in the mission statement to make it more descriptive of the actual content is called for. The resolution of this problem suggests the need for a detailed study to determine the needs of the military profession and to outline a mission for the Military Review which will fulfill these needs. Further, a system, independent of the editorial staff, which will insure that the future content of the journal will be correlated with its appropriate mission statement is an urgent requirement.

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